

Title: Develop a Wide-Area Land and Natural Resources Plan	Process Number
Identify the process in the "Verb Noun" format. (Ex: Maintain Ownership)	P.2

1. Process Definition Provide an overview of the process and define its starting and ending points

1.1 Starts With	Determine the purpose of the plan.	
1.2 Process Overview	DOI emphasizes that the optimal approach to plan development is that the project be initiated and led by the beneficiary. However, if the beneficiary does not undertake a planning project, DOI will initiate, especially if there is a benefit to expeditious leasing and permitting of the land and natural resources encompassed within the proposed plan's boundaries. A macro-level land and natural resources plan can be documented as a wide-area plan separate from a program-area plan, or a combination of both.	
	When DOI initiates a wide-area planning project, the amount of time that the plan will remain in affect is determined. The Staff Planner builds a planning team including beneficiary representatives and land and natural resources subject matter experts. The necessary funding required to complete the plan is also requested.	
	The Staff Planner documents the work plan, the communication plan and the work schedule. When resources, both funding and personnel, have been committed, the plan and schedule may be adjusted to better synchronize with the resources made available. Additionally, if it is determined at a later date that the plan and schedule are no longer viable due to changes in the scope of work, the schedule may be adjusted accordingly.	
	The beneficiary's intention for use of the land and natural resources is communicated to the planning team. An attempt is made by the planning team to contact all the beneficiaries and other interested parties represented within the plan's boundaries for comment. When the planning team is sure they understand the intended use and the beneficiary's reasons for their preference, the team compares the intent with the historical use of the land and natural resources. The team also compares the value of the current use with the intended use. The result of the analysis is input for the determination of the land and natural resources alternative uses.	
	The planning team also examines all existing data and analyses pertinent to the land and natural resources; e.g., treaties, court decisions, statutes, regulations, tribal code and ordinances, and any pending legislation or regulatory changes that might be enacted before the plan is deployed. It is assumed that if the necessary information is available, it is available in the integrated data system. If the information is not in the system, then the information has not been captured, sources are identified and a request is made to the appropriate parties that the data be obtained or developed.	
	Based on their analysis, the planning team recommends program area use alternatives and the outputs to be produced by each in sufficient detail for interested parties to understand the characteristics of each alternative, such as the quality and quantity of resource available. The alternatives are submitted to	

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the beneficiary and other interested parties for review and discussion. Informational meetings are conducted regarding the merits and issues of each concept, and the beneficiary evaluates the alternatives based on their priorities.

The planning team then selects the land and natural resource uses to be documented in the plan. Although the selected uses usually maximize income, the selections can be tempered by the beneficiary's intended use, environmental considerations, short-term versus long-term maximization and laws and regulations.

After the use selections have been made, the planning team analyzes the characteristics of each program area and establishes subunits based on logical geographic boundaries and common use types. The boundaries may be adjusted during use and management of the resources due to suitability assessments that include economic cost/benefit of the designated type of use and site-specific environmental clearances.

The planning team also evaluates environmental considerations submitted from public meetings and written comments received within an imposed deadline. From all the comments received, determinations are made as to which recommendations:

- Can be implemented without mitigating environmental consequences
- Require mitigative measures be established and made operational in order for implementation to commence
- Are eliminated from implementation based on environmental consequences.

If mitigative measures are required, the planning team establishes permits and procedures with the appropriate jurisdictional agencies in order to develop the specific mitigative procedures to be complied with during implementation; e.g., cultural inventories, biological opinions, findings, taking and/or construction permits. Historically, agencies that permit land and natural resources want the environmental documentation to be site-specific. However, an attempt is made to secure permits and clearances at the program area or management unit level.

The planning team writes the plan, incorporating pertinent data and decisions regarding land and natural resource use. NEPA documentation is prepared, as required. A macro-level land and natural resources plan can be documented as a wide-area plan separate from a program-area plan, or a combination of both. A wide-area plan, such as an expanded Integrated Resource Management Plan (IRMP), should span a 15 to 20 year period and documents intended land uses by program area, development priorities, threatened and endangered species and categorical exclusions. The plan may also include generalized land and natural resource descriptions and productivity ranges based on soils, water, distribution and other characteristics. A program-area plan, such as a Forest Management Plan or a Regional Range Plan, usually spans 5 to 10 years and designates land and natural resource use within each program area. The plan also identifies the units to be managed; i.e., management units, within each program area. The plan includes information such as:



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- Approximate gross acreage per program area
- Boundaries of the management subunits within each program area
- Quantity and quality of resource by program area; e.g., board feet of timber to be taken from board feet available
- Land ownership status
- Existing encumbrances; e.g., roadways, pipelines, existing leases, rightof-way
- Broadly defined cultural sites
- Other pertinent information as determined by the planning team

The beneficiary is provided draft versions of the plan, the Environmental Impact Statement if one is required, and all permit approval conditions. They review background information and supporting data, as necessary, and either agree or disagree that the documentation is complete. If incomplete, the documentation is returned for revision and/or enhancement.

If the plan is a wide-area plan, an attempt is made to contact all the beneficiaries represented within the plan's boundaries and notify them a public meeting on the plan will be held. Documentation of support for the plan is not required, but a "best attempt" is made to solicit input and feedback from all interested parties.

If the plan is a program-area plan, beneficiary support for the plan is documented as follows:

- If a single tribe owns the land and natural resources within the program area, then authorized signature of an official tribal document indicates support for the plan.
- If a formally organized tribal/allottee consortium represents the land and natural resource owners with the program area, then plan support is documented in accordance with the consortium decision-making process.
- If a combination of multiple individual Indians and tribes owns the land and natural resources within the program area, then the following documentation of support is obtained:
 - A BIA line official documents support of the plan on behalf of the multiple individual Indian owners (usually fractionated interest owners), and
 - o A tribal official on behalf of his/her tribe documents support for the plan.

When the planning team receives beneficiary support of the final plan and its associated Environmental Impact Statement, signatory DOI approval is also secured. When DOI develops the plan, the final plan itself serves as the record of decision.

1.3 Stops With

Required environmental disclosures are in place and clearances issued and the accepted plan is ready for implementation and distribution.



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2. Trust Business Objectives Identify the Comprehensive Trust Model strategic goals and business objectives to which this process contributes.

Goal/Objective

- Goal 2: Tribal self-governance and self-determination that increase participation in managing assets
- Goal 4: Land and natural resources management that maximizes return while meeting beneficiary desires
- Objective 4.1 Land and natural resource asset plans and stewardship strategies: Develop land and natural resource asset plans and stewardship strategies.
- Objective 4.2 Preservation and protection of land and natural resource assets: Preserve and protect the long-term viability of land and natural resource assets consistent with fiduciary duties and with the beneficiaries' intended use of the assets.
- Objective 4.3 Land and natural resource asset business management: Manage land and natural resource assets effectively and proactively to obtain fair market value for beneficiaries and to incorporate beneficiary requirements.
- Objective 4.4 Appraisals: Obtain appraisal information, as needed, on trust and restricted lands for tribal and individual Indian owners, using methods and techniques that meet professional standards.
- Objective 4.5 Fractionation strategy: Develop and implement a resolution which reduces or eliminates the exponential increase in the number of ownership interests in land.

3. How should Beneficiaries be involved in this process?

Beneficiary Involvement

Beneficiary representatives:

- Serve on the planning team
- Provide significant input on the plan purpose
- · Provide land and natural resources use and improvements information
- Involved in selecting land and natural resources uses to be described in the plan
- Review draft versions of the plan
- Support the completed plan



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- **4.** Organizations, Offices and Roles. Identify the DOI organizations and related roles that should be involved in performing the process.
 - **4.1 DOI Organizations.** Identify the DOI organizations, offices and individual roles that contribute to this process. DOI organizations include the Office of the Secretary, BIA, OST, BLM, MMS, OHA, OSM among others. Offices include Central Offices, Regional Offices, Agency(Field) Offices, etc. All individual roles that contribute, in a significant manner, should be identified.

Organization	Office	Role	Contribution
Tribes	Tribal Office		May contract or compact the planning function.
			Serve as a member of the planning team.
			May share budget expense.
			Provide related codes and ordinances.
			Provide land and natural resources use and improvements information.
			Review land and natural resource use alternatives.
BIA	BIA Regional Office Agency/Field		Assemble planning resources.
	Office		Request the budget.
			Develop and maintain the project plan and schedule.
			Coordinate the development of the plan.
			Coordinate clearances process.
		Coordinate approvals process.	
			Coordinate publication.
BIA	Regional Office		Commits funds to the project.
BIA	Regional Office		Approve the plan.
	Agency/Field		May serve as informal



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Organization	Office	Role	Contribution
	Office		consultants with Fish and Wildlife Service and/or EPA staff on clearance approvals.
			Distribute the plan to interested parties.
BIA	Regional Office Agency/Field Office		Recommend approval. May be required to sign documentation.
	S.S		May serve as informal consultants with Fish and Wildlife Service and/or EPA staff on clearance approvals.
OST	Regional Office		Approve the plan.
	Agency/Field Office		May serve as informal consultants with Fish and Wildlife Service and/or EPA staff on clearance approvals.
DOI	Regional Office Agency/Field Office		Understand the tribe's intended use of the land and natural resources and their objectives for the plan.
			Research, assemble and perform initial review of relevant data and documents for planning team analysis.
			Analyze pertinent data and documents.
			Select the program areas and management units.
			Summarize environmental findings.
			Describe the conditions under which the plan will be implemented.



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Organization	Office	Role	Contribution
			Document related DOI decisions, if required.
			Review feedback and revise documentation accordingly.
Solicitor's Office	Regional Office Field Office		Provide legal opinions on legislation, court decisions, etc.
Fish & Wildlife Services	State Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
Fish and Wildlife	Regional Office Field Office		Sign environmental clearances.
National Park Service	Regional Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
BIA	Regional Office Agency/Field Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
BLM	State Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
Minerals Management Service	Denver Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.



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Organization	Office	Role	Contribution
BIA Div. of Energy and Mineral Resources	Central Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
BIA Roads	Region		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
BIA Office of Economic Development	Region		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.
DOI National Business Center	Office of Appraisal Services		Serve as a planning team member and/or provide subject matter expertise in land and natural resources valuation.
			May review documentation and provide feedback.
Office of Surface Mining	Regional Office		Serve as a planning team member and/or provide subject matter expertise in coal reclamation and environmental mitigation.
			May review documentation and provide feedback.
Bureau of Reclamation	State Office		Serve as a planning team member and/or provide subject matter expertise.
			May review documentation and provide feedback.



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4.2 External Organizations. *Identify the non-DOI organizations that support the execution or control of this process.*

External Organization	Contribution
Army Corp of Engineers	Identify areas within the plan's boundaries that will require 404 (jurisdictional waters) and 401 (water quality) clearances.
State Historic Preservation	Identify areas of historic significance within the plan's boundaries.
Indian Health Services	Perform percolation tests. Issue permits for community sewer and drinking water systems.
Environmental Protection Agency	Provide feedback on environmental documentation. Identify air and water quality areas that may require permits. Issue air and water quality permits. Sign environmental clearances.
Federal Emergency Management Agency	Provide flood plain information.
Any governmental agency designed to coordinate with individual Indians or tribes, such as Housing & Urban Development Farm Service Agency Veterans' Administration Small Business Administration State school and public land departments State oil, gas and mining departments State environmental quality departments County zoning and planning departments USDA Forest Service (grasslands and forests) Natural Resource Conservation Service (soil and vegetation surveys, range inventories) Federal, state and tribal transportation departments Federal Emergency Management Administration (flood plain maps) Office of Historical Accounting (probate plans)	Serve as a planning team subject matter expert and may provide some project cost sharing. Provide feedback after review of draft versions of the documentation.



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External Organization	Contribution
Federal Communications Commission (telecommunications plan)	
Other interested parties, for example private industry or the public-at-large	Serve as a planning team subject matter expert and may provide some project cost sharing.
	Provide feedback after review of draft versions of the documentation.
Subject matter consultants or contractors	If required expertise is not available, pieces or all of the wide- area planning function could be contracted, for example, to a university.
Government Printing Office	Publish the plan.

5. Event(s) Identify the events or conditions that start the process. Describe each event and indicate the frequency (daily, monthly, quarterly, etc.) in which each event is expected to occur. An event may be an external interaction (a beneficiary submits an application), the expiration of a period of time (a lease is due to expire in 90 days), or the realization of some pre-defined threshold (an IIM account reaches the automatic disbursement threshold).

Event	Description	Estimated Frequency
A wide-area plan is due to expire. For example, currently a range market study must be reviewed after 5 years and a forest management plan expires after 10 years.	May require new plan or revision of an existing plan and new environmental clearances.	
A tribe has not initiated a wide-area planning project.	Law may require a plan or DOI determines a wide-area plan would aid with land and natural resource use contracts.	
The cumulative results of land and natural resources uses are inconsistent with the plan.	May require new plan or revision of an existing plan and new environmental clearances.	
An acquisition, disposal or change in use of the land and/or natural resources is anticipated or has occurred.	May require new plan or revision of an existing plan and new environmental clearances.	



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Event	Description	Estimated Frequency
An existing plan no longer complies with legal requirements or the beneficiary's intention.	May require new plan or revision of an existing plan and new environmental clearances.	
A Fee to Trust transaction has occurred.	May require new plan or revision of an existing plan and new environmental clearances.	
The work plan or schedule needs to be revised for a variety of reasons, such as a change in resource commitments.		
An environmental clearance request is received.	The tools and basis for a site-specific clearance are provided.	

6. Inputs and Outputs. *Identify and describe all inputs and outputs related to this process. Inputs are information or materials used during the execution of the process; outputs are materials or information produced by the process.*

6.1 Inputs

Input	Description
Land and natural resource valuations	
Plan scope	The beneficiary usually provides the purpose of the plan.
Templates	Example reports and standard language.
Cost estimates	Budget justifications and proposed budget.
Tribe or tribal/allottee consortium input	The composite opinion of land and natural resources ownership interests within the plan's boundaries. After their review of draft documentation, the plan may be revised.
Individual beneficiary input	Any comments taken from public meetings, tribal resolution(s) or notes from consultations, or interviews with Owner Use Operator(s) and/or Lessees/Permitees.



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Input	Description
Allottee associations	Any comments taken from public meetings, tribal resolution(s) or notes from consultations.
Cattlemen's associations	Any comments taken from public meetings, tribal resolution(s) or notes from consultations.
Other interested parties	Any comments taken from public meetings, tribal resolution(s) or notes from consultations.
Pertinent documentation may include: - Proposed or Previous Lease/Sale Documents - Historical Sales/Pricing Data - Tribal Resolutions and Regulations - Planning and Zoning Ordinances - Economic Development Plan - Census/Neighborhood Economic Data - Environmental Impact Statement - Restrictions - Full Chain of Title - Probate Order - TSR - Improvements Documents - Transactions History and Associated Prices - Previous Appraisals - Long Range Transportation Plan - Market Studies - Field Work - Interviews - Maps (Topographic, soil, etc.) - Survey - Geo-spatial data - Timber Cruise - Minerals Valuation - Land Use Plan	



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l	4	Description
Inp	out	Description
-	Land Use Change	
	Notice	
-	Farm Plan	
-	Soil Conservation Plan	
-	Soil Inventory	
-	Range Inventory	
-	Forest Stand Exam	
-	Forestry Soils	
	Information	
-	Range Management	
	Plan	
-	Forest Management	
	Plan	
-	Continuous Forest	
	Inventory	
-	Crop Yields	
-	5-Year Cropping Plan	
-	Assessor's Parcel	
	Number	
-	Approved Subdivision	
	Plan	
-	Remote sensing data	
-	NEPA checklists	
-		

6.2 Outputs

Output	Description
Planning Team	Subject matter experts identified for project.
Planning Team Budget	Costs and timelines established.
Work Plan and Schedule	Timelines set for implementation of planning process.
Selected program area land and natural resources uses	Resource areas, such as forest, range or coal, identified within a wide-area plan May be single or multiple uses identified.
Selected management subunits	Resource units to be managed within each program area. May be single or multiple uses identified.
A macro-level land and natural resources plan	May be a wide-area plan, a program-area plan, or a combination of both.



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Output	Description
Environmental permits or clearances	
Implementation conditions	

7. Fiduciary and Legal Obligations and Controls

7.1 Obligations

Identify and describe the legal and fiduciary obligations that impact this process. For each obligation, indicate the document or commitment that defines the obligation and the citation (paragraph or section) within the document that pertains to this process.

Obligation	Source	Business Impact
See Schedule 1 Attached		

7.2 Controls

Identify and describe any controls (enforcement mechanisms) that may be used to ensure that the process adheres to obligations and internal process requirements. Controls may be reviews, audits, segregated duties, etc. Indicate the reason that each control should be introduced (name the obligation that a control is intended to enforce; indicate any controls required to ensure consistency or reliability).

Control	Reason	Description
Beneficiary support signatures	Ensure review has occurred and support for the plan exists.	
DOI approval signatures	Ensure approval has been obtained.	
EPA clearance signatures	Ensure approval has been obtained.	
Fish and Wildlife clearance signatures	Ensure approval has been obtained.	

8. Mechanisms (Systems of Record) Identify the mechanisms, or systems, that are needed to support the process (ex: Ownership, Leasing, Workflow Management, Office Filing System, etc.). Indicate the information and activities, relevant to this process, that each system supports.

System Name	Support
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System Name	Support
Skills inventory	Personnel data including staff competencies, location and availability to help establish a planning team with the appropriate expertise.
Workflow and tracking tools	Route plan and/or valuation requests and approvals: 1) track request status by date and work completed, and 2) automatically route requests to next step in the work flow for action and/or signature.
Project management software	Ability to develop and maintain and project timeline at the task level and assign resources.
Database indexing software	For easy retrieval of documents.
Integrated data	Trust integrated data, including links to county and tribal sources.
	Related information on clearances and studies conducted by other parties. For example, a human impact study related to LNR use prepared in one region could form the basis for an impact study in another region.
Collaborative decision- making software	"Nice to have" but not essential.
Publishing software	For ease in compiling and editing plan documentation.
Geo referenced data with overlays	The ability to drape aerial photography, digital elevation models, or satellite imagery resource data over survey measurements and boundary lines. Ability to manipulate and retrieve GIS functionality.
Document imaging	The ability to scan hardcopy documents into a digital format.
Change control and archiving software	Track plan history and revisions.
Electronic formatted plan templates	



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- 9. Inter-Process Relationships Identify other trust processes that are related to this process (either predecessors or successors). If applicable, indicate the condition under which the processes are related.
 - **9.1 Predecessors.** Predecessors are processes that either produce information required by this process or that result in the need to execute this process.

Process No.	Name	Condition of Relationship
B.6.2.2		Solicit beneficiary representatives to serve on the planning team.
	Beneficiary Involvement in Planning	Provide the beneficiary's intended use of the land and natural resources to the planning team.
	. ia.iiiig	Provide related treaties and other legal documents supplied by the tribe.
		Conduct informational meetings on the NEPA documentation if required.
		Solicit documented beneficiary support for the plan.
UM.3.4	LNRUM: Provide Land Use Technical Assistance	Provide subject matter experts to serve on the planning team.
UM.1.5 LNRUM: Dra	LNRUM: Draft	Provide:
	Land Use Requirements	Notice of changes affecting planned unit performance
	LNRUM: Report Land Status	 Recorded tribal rights and their status (e.g., claimed, federally recognized, recognized by adjudication) impacting Trust land or natural resources in order to support the protection of those rights
	Summary	Recordation of non-contracted owner's use
		 Land management reports that provide a summary of LNR activities, amount of acres under lease/permit, rental amounts derived by region or agency for the various land use types and by category of leasing activity
UM.1.4	LNRUM: Obtain Site-Specific Environmental Clearances	Request a clearance.
P.1.1	Determine Appropriate Valuation Method	In order to set the budget for the planning project, the scope of the valuation to be completed must be considered.



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Process No.	Name	Condition of Relationship
P.1.4	Transmit Determination	Data from an approved wide-area valuation will be included in the development of the plan.

9.2 Successors. Successors are processes that either use information produced by this process or that must be executed as a result of performing this process.

Process No.	Name	Condition of Relationship
UM.1.4	LNRUM: Obtain Site-Specific Environmental Clearances	Receive an environmental clearance.
UM.1.1	LNRUM: Establish Management Unit Baseline	Implement the plan.
B.3	BRDM: Communication Information	Distribute and explain the plan to interested parties.
P.6.2.2	BRDM: Beneficiary Involvement in Planning	Review alternative land and natural resource uses with a beneficiary.
		Review draft versions of the plan with beneficiaries and other interested parties.
P.4	Evaluate an Existing Plan	If changes to land and natural resources ownership, status and/or use occur, the plan will be evaluated for continued viability.



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10. Comments Summarize any discussion, problems, issues or recommendations that should be considered when reviewing process performance. Category Values (Note, Best Practice, Decision, Problem, Issue, Recommendation)

Category	Comment	
Recommendation	BIA "staff planners/coordinators" should be assigned to regional, agency, field and/or area offices (for example, in Navajo or Yakima) as necessary to complete wide-area plans required by treaty or law. Currently, plans are developed by staff as a collateral duty. These staff planners would coordinate activities and approvals required to complete DOI-developed plans and secure the appropriate technical assistance as requested for beneficiary-developed plans. Ideally, the staff planner(s) would be permanent positions; however, an assignment to the "centralized" planning staff could be temporary duty, in 12-month segments, for selected field subject matter experts.	
	Staff Planner Competencies and Skills	
	 Planning skills Good communicator Strategic thinker Knowledgeable about the unique characteristics of Indian Country Consultant and advisor Project management skills Attention to detail Team builder Technical writing and editing skills Multi-lingual, a plus Organization skills Facilitation skills Able to understand and interpret beneficiaries' concerns and requirements Access to subject matter expertise Familiarity with trust management Budget formulation and management 	
Note	Indian lands are not lands of the general public and the environmental laws were prepared for the general public lands. A special project team has been initiated to address environmental law as it applies to Indian Country.	